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Addendum

MAIN PROGRAMME RECORD

BUREAU FOR POLICY AND PROGRAMME SUPPORT

CONTENTS

		Paragraphs	Page
I.	INTRODUCTION	1 - 4	2
II.	OPERATIONALIZING SUSTAINABLE HUMAN DEVELOPMENT AND STRENGTHENING COUNTRY OFFICES AND HEADQUARTERS	5 - 49	3
III.	NEW PROGRAMMING ARRANGEMENTS AND DELIVERY	50 - 53	11
IV.	STRENGTHENING UNDP PARTNERSHIPS IN THE UNITED NATIONS SYSTEM	54 - 60	11
V.	BUILDING A LEANER, MORE ACCOUNTABLE LEARNING ORGANIZATION	61 - 65	12

Annexes

I.	Poverty Strategies Initiative	14
II.	Lists and samples of approved projects	17

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I. INTRODUCTION

1. At the global level, open markets, expanded trade, foreign direct investment and new technologies offer tremendous opportunities for development. Nonetheless, there are very real downsides to globalization. There is already evidence that globalization will economically marginalize large social groups - even entire countries. The globalization of social problems, such as those related to the human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS) pandemic and other diseases, economically motivated rural-urban migration and large-scale population movements within and between countries due to armed conflict, also presents serious challenges to the world community. Another negative feature of globalization is the increasing power of large corporations and financial markets and the commensurate decrease in the influence of Governments, many of which are handicapped by weak governance structures and high degrees of indebtedness. Lastly, globalization means intensified competition for resources, particularly natural resources already taxed by rapid industrialization, motorization, the growth of mega-cities, population pressures and increased poverty.

2. The United Nations Development Programme (UNDP) has a key role to play in the coming decade in assisting programme countries to take advantage of the opportunities globalization presents, while at the same time protecting their most vulnerable citizens from the hazards of an increasingly globalized world. To make sustainable human development (SHD) a reality in this new context, a more integrated approach is required, one that allows economic growth, social equity and environmental sustainability to move forward together.

3. In 1996, support to country offices continued to be the chief priority of the Bureau of Policy and Programme Support (BPPS). BPPS sought to ensure that UNDP had ready access to knowledge, policy guidance and operational tools for achieving SHD by providing substantive guidance and organizational leadership in the five areas of priority concern to the organization - poverty eradication, jobs and sustainable livelihoods, environmental protection and regeneration, gender equality and governance. In this regard, BPPS emphasized the creation of strategies, guidelines, indicators, assessment methodologies and other policy-making tools, the dissemination of best practices and cutting-edge research and the testing of innovative models through flagship programmes and centres of excellence. Another focus was finding ways for developing countries to benefit from the opportunities presented by the information revolution. Building alliances, strengthening networks and advocating SHD in numerous forums were also stressed.

4. The year 1996 was a transition year for BPPS. First, the bulk of programmes and activities funded through the fifth-cycle global and interregional programmes and the Special Programme Resources (SPR) were concluded. Major evaluations of these programmes were conducted. The close of the fifth cycle was also the occasion for a reorganization of the bureau that saw the closing of one division and a reallocation of staff. The bureau now consists of a directorate; three substantive units (the Social Development and Poverty Elimination Division (SEPED), the Sustainable Energy and Environment Division (SEED) and the Management Development and Governance Division (MDGD));

the Division for Operational Policies and Procedures (DOPP); and the United Nations Capital Development Fund (UNCDF). The Science, Technology and Private Sector Division was dismantled. Some of its programmes were closed; those related to environment and water were moved to SEED; the Private Sector Division was moved to SEPED; and the cross-cutting HIV/AIDS and technology programmes were moved to the directorate.

II. OPERATIONALIZING SUSTAINABLE HUMAN DEVELOPMENT AND STRENGTHENING COUNTRY OFFICES AND HEADQUARTERS

5. Telecommunications and information technologies offer tremendous potential for developing countries to further their SHD objectives. In 1996, the Sustainable Development Networking Programme (SDNP) was strengthened. A complementary initiative was designed to help developing countries benefit from the knowledge revolution, "Information and Communications Technologies in Support of Sustainable Human Development" (ICT/SHD). The origin and purpose of SDNP are a direct outcome of preparations for and recommendations of the United Nations Conference on Environment and Development (UNCED). The programme is designed to provide civil society organizations in developing countries with access to information relevant to sustainable development. By the end of 1996, SDNP was active in more than 30 countries. Over 100 other countries, including members of the Alliance of Small Island States, have expressed interest in securing assistance in 1997. Feasibility studies are under way in 41 of these countries. ICT/SHD was designed over the course of 1996 and began operation 1 January 1997.

6. The Poverty Strategies Initiative (PSI), a flagship effort of BPPS, was launched in March 1996 to support country implementation of the commitments contained in the World Summit for Social Development (WSSD) Programme of Action. These include the formulation of national poverty eradication plans and strategies and the elaboration of national definitions, measurements, criteria and indicators of absolute poverty. The initiative is financed by $11 million from UNDP core resources and $9 million in donor contributions to a trust fund established to support the achievement of the World Summit anti-poverty objectives. PSI initiatives are already under way in over 70 countries.

7. All the projects funded by this special initiative provide upstream support in the areas of poverty analysis, policy review and strategy formulation. This has often involved undertaking poverty surveys and assessments to supplement existing information where data gaps exist. Other efforts involve engaging national partners in a review of the policy and institutional framework for poverty reduction, assessing the impact of current social policy and poverty programmes on vulnerable groups and mapping alternative policy choices for poverty reduction. Consensus-building among national actors on the nature and causes of poverty and the most effective strategies to combat it is another key activity. Yet another goal of PSI involves strengthening national capacity for poverty and social policy analysis, monitoring and evaluation of social programmes.

8. Many of the projects are assisting national partners to assess the magnitude and incidence of poverty nationwide through support to household

surveys, poverty assessments, human development reports and other mapping exercises. Emphasis is being placed on supplementing income and expenditure data with more qualitative indicators of poverty and well-being, gathering and analysing data disaggregated to the district or provincial level and strengthening national and subnational capacities for poverty mapping and measurement. Another major area of focus is the analysis of current policies from a poverty standpoint, with a view to introducing necessary changes in the policy framework. Therefore, many projects are helping to assess the impact of economic reform and adjustment policies on poor and vulnerable groups, on future trends in the labour market and on existing mechanisms for social service delivery.

9. The support provided by this initiative is helping to stimulate debate on development policies and priorities, especially the interplay of growth, poverty and distribution issues. Discussions involving government officials, private sector leaders, civil society and experts serve as a springboard for reaching wide consensus on the main pillars of a national strategy for poverty reduction.

10. New initiatives were taken in 1996 to strengthen UNDP analytical and programming capacity for poverty reduction. Training workshops were organized. One workshop, held in Malawi in December 1996, brought together participants from UNDP country offices, Governments and academic institutions from southern Africa. A new series of technical support documents (TSDs) was produced for UNDP staff and partner institutions. Two TSDs dealing with poverty definitions and indicators and data collection and poverty assessments were disseminated in 1996. Three more are scheduled for 1997 and will address poverty-sensitive macroeconomic frameworks, national strategies for poverty reduction and poverty monitoring.

11. In collaboration with the Emergency Response Division, SEPED commissioned a paper on the linkages between poverty reduction and conflict prevention. The paper focused on the conceptual, policy and operational dimensions of the poverty/conflict prevention nexus. It also drew on best practices from United Nations agency interventions on how anti-poverty programmes could prevent the emergence of conflict by attacking its structural causes. The paper was presented to the Development Assistance Committee of the Organisation for Economic Cooperation and Development (OECD/DAC) Task Force on Conflict, Peace and Development Cooperation and was endorsed by all OECD member delegations.

12. An outside evaluation of the Private Sector Development Programme (PSDP) was conducted in 1996. It recommended sharpening the UNDP focus in this area. Follow-up discussions identified three programming priorities: support to microentrepreneurs, especially through microfinance; support to small and medium-sized enterprises (SMEs), especially through provision of non-financial support and advisory services; and engaging the private sector.

13. Most important in 1996 was the progress made in the area of microfinance. The MicroStart Programme, which was approved by the Executive Committee in July and officially launched during the February 1997 Microcredit Summit, has generated considerable demand and is expected to be offered to 25 countries in 1997. New microfinance initiatives have been launched in Brazil, where over 2,000 borrowers are already being assisted, and in China.

14. PSDP has been active in supporting national-level programmes. It is backstopping a regional UNDP initiative involving private sector organizations in South Africa and their counterparts in the region. In Haiti, PSDP helped design and manage an inter-agency mission on private sector development, which is being overseen by the office of the prime minister. Technical support has been provided to Bangladesh for a project aimed at decentralization of production systems through the establishment of partnerships between microfinance NGOs and private sector companies.

15. In 1996, the Gender in Development Programme (GIDP) was instrumental in increasing UNDP resource commitments to the advancement of women. About 15 per cent of total UNDP global and regional resources have been committed to the advancement of women in the coming cycle, up sharply from the 1992-1996 cycle. In addition, in collaboration with the Office of Human Resources (OHR) and senior management, targets for professional-level women in UNDP during 1996 were closely monitored and, in general, met. GIDP has worked closely with OHR in strengthening the integration of gender in the UNDP human resource strategy, as well as calling attention to the need to incorporate gender issues within the change process.

16. In 1997, UNDP will be seeking the further integration of gender considerations into all thematic areas through collaboration with regional bureaux in order to ensure that UNDP reaches the budgetary objectives set by the Administrator. Strengthened collaboration with the United Nations Development Fund for Women (UNIFEM) to support the resident coordinator role in the follow-up to the Fourth World Conference on Women and in joint GIDP/UNIFEM programming missions is also envisioned.

17. The bulk of UNDP resources devoted to environmental activities help countries protect and manage the natural resources that are most essential to the basic needs of poor people. The areas of concentration are sustainable agriculture and food security; water resources and the aquatic environment; renewable energy and energy conservation; and forest management.

18. Activities in these areas are supported by SEED, which was established in 1994 to strengthen UNDP environmental programmes by bringing together all headquarters staff involved in environmental policy, programme support and the management of environmental trust funds. Consolidating activities funded through core resources and initiatives supported by non-core trust funds, such as the Global Environment Fund (GEF), the Office to Combat Desertification and Drought (UNSO), the United Nations Revolving Fund for Natural Resources Exploration (UNRFNRE), the Montreal Protocol and Capacity 21, under one division has created synergy, increased programme impact, leveraged resources, built partnerships and helped to streamline UNDP environmental programming.

19. UNDP launched an organization-wide initiative on energy in 1996 to help developing countries move towards sustainable energy futures. Activities include encouraging countries to create a conducive legal and regulatory climate for sustainable energy development; supporting and financing innovative demonstration projects that promote key technologies; and supporting the formulation and implementation of national energy action programmes.

20. The need for strong partnerships between the public and private sector is being addressed through a major UNDP initiative launched at the Second United Nations Conference on Human Settlements (Habitat II). With a number of donors, UNDP has established an initiative that aims to turn environmental problems - mainly in the areas of water, energy and waste management - into viable business opportunities. This programme is expected to result in approximately $1 billion worth of investments over a five-year period.

21. UNDP is working in 70 countries to manage, preserve and regenerate forests. Its work in forestry encompasses policy and dialogue, as well as capacity-building programmes and technical cooperation. In addition, UNDP has designed a forest capacity programme through a special fund, with which it assists countries in formulating and implementing integrated strategies for forest management.

22. UNDP supports capacity-building of Governments and civil society for the management and use of water resources and the aquatic environment in ways that reconcile poverty reduction and environmental protection. The global Capacity-building Programme for Sustainable Water Sector Development supported water sector assessments and strategy formulation in Bolivia, China, Ghana, Mali, Mexico, Peru, the Sudan, Swaziland, and Viet Nam. The programme, which is funded by UNDP and several donors, is spearheading a new approach to water resources management in which national teams analyse the water sector, identify gaps and constraints and outline short-term and long-term objectives. The programme is designed to produce a nucleus of officials and specialists trained in sustainable water sector development and to improve collaboration.

23. Two new international coordination and support mechanisms were established during 1996. The Global Water Partnership, co-founded by UNDP, the World Bank and the Swedish International Development Authority (SIDA), is designed to enhance multi-agency cooperation at the country level. The World Water Council was formed as a global think-tank to forecast long-term trends in water sector development and to put water issues high on national and international policy agendas.

24. The UNDP GEF was very active in 1996. During the year, the GEF Council approved 16 projects, 31 enabling activities and 22 Project Development Facilities (PDFs). UNDP-GEF projects approved thus far carry a total value of $80.8 million and encompass every region of the developing world. UNDP also managed the GEF Small Grants Programme (SGP) which, during 1996, provided 108 local community projects with funding of up to $50,000. The SGP is operational in 33 countries, with 11 new countries added in 1996.

25. The operations and overall goals of GEF were further integrated into those of UNDP at large during 1996. Based on a strategy endorsed by UNDP senior management, several new initiatives were launched to better mainstream GEF in UNDP. GEF and senior UNDP management now jointly review on a regular basis the pipeline of projects in development and the portfolio of projects under implementation. This regular review process has generated the formulation of several projects that have benefited from co-financing and is deepening the understanding of GEF operations within UNDP as a whole. Project development workshops were initiated in 1996 to broaden access to GEF at the country level.

26. The year 1996 was the first in which some UNDP-GEF projects were evaluated from conceptualization through completion. This experience will facilitate a richer dialogue between the UNDP country offices and environment ministries for more efficient project and policy development. By introducing learning mechanisms into UNDP-GEF, overall UNDP responsiveness to the challenges of global environmental protection improved substantially over the year.

27. Capacity 21 was established as a fund to assist developing countries integrate the principles of Agenda 21 into national planning and development efforts. The fund contains $65.6 million, with additional contributions in excess of $6 million made in 1996. In a little over three and one half years of operation, Capacity 21 has assisted more than 40 countries. In 1996, assistance was provided to several countries for development activities that included the coordination of national Agenda 21 efforts. In 1996, the Capacity 21 Management Committee approved programmes in Bhutan, Bolivia, Bulgaria, China, Costa Rica, Djibouti, the Dominican Republic, El Salvador, Kyrgyzstan, Nepal, Niger, Sao Tome and Principe, as well as a regional programme for the Mediterranean.

28. An independent review of the first three years of Capacity 21 operations was conducted. In June, this review of programmes in Bolivia, China, Costa Rica, the Gambia and Malawi was presented at a meeting in Rabat, Morocco. The participants gave a clear indication that they wished Capacity 21 to continue its activities and proposed that it seek funding to expand in the next two or three years. The national programmes that were discussed during the meeting demonstrated how countries are making real progress implementing Agenda 21, with Capacity 21 providing a valued source of extra support. One of the strengths of Capacity 21 is its provision of exclusively non-sectoral support.

29. The Montreal Protocol works to reverse the damage to the ozone layer. By the end of 1996, UNDP was helping 49 countries eliminate ozone-depleting substances (ODS). UNDP assists countries in programme formulation, technical cooperation and training, demonstration projects, national institutional strengthening and technology transfer investment projects. UNDP staff and international experts, working with governmental ozone unit focal points and national consultants, help industry design and implement ODS-elimination projects in aerosols, foams, solvents, refrigeration and refrigerant recovery and recycling.

30. In 1996, total funding amounted to $30.3 million. This resulted in a rise in the UNDP 1991-1996 cumulative project portfolio to $139 million. This portfolio now comprises 490 projects, including 287 technology transfer investment projects, which will eliminate an estimated 18,137 tonnes of ODS annually. Funding is expected to increase by about one third in 1997 but is still insufficient to meet developing country needs.

31. UNDP supports efforts to implement the United Nations Convention to Combat Desertification (CCD) through its regular core programmes and through UNSO. In 1996, UNSO provided technical and catalytic financial support to a total of 33 UNDP programme countries in various preparatory activities in the implementation of the CCD.

32. In Africa, the national action programme process, as the main instrument for the implementation of CCD at the national level, has been initiated in Benin, Botswana, Burkina Faso, Cape Verde, Chad, Ethiopia, Kenya, Mali, Malawi, Mauritania, Niger, Senegal, Swaziland, Uganda, the United Republic of Tanzania and Zimbabwe. Preparatory work on national desertification funds has been launched or is in the process of initiation in 19 countries.

33. In Latin America and the Caribbean, UNSO has provided technical support to Argentina, Bolivia, Brazil, Chile, the Dominican Republic, Ecuador, Guatemala, Haiti, Mexico, Paraguay and Peru in the context of preparatory activities for the implementation of the CCD. At the subregional level, UNSO has provided technical and financial support for the development of a programme for sustainable dryland development of the Gran Chaco, which encompasses areas of Argentina, Bolivia and Paraguay. In collaboration with the Inter-American Development Bank (IDB), UNSO is currently supporting the preparation of a Central American subregional programme, which includes the Dominican Republic and Haiti.

34. In Asia and the Commonwealth of Independent States (CIS), UNSO has worked closely with the United Nations Environment Programme (UNEP) to assist the Government of Mongolia with the development and refinement of its national action programme and the design of a national environmental/desertification fund. Negotiations are currently under way with China, Kazakstan and Pakistan to identify areas for UNSO support. At the regional level, UNSO provided assistance to the Asian NGOs' Conference on Desertification in Pakistan and to the Afro-Asian Forum for Implementation of the CCD held in China in August 1996.

35. In 1996, an estimated $6.7 million was mobilized through the Trust Fund to Combat Desertification and Drought, which was established in 1995 to facilitate support for the implementation of CCD. This supplemented $1.7 million for ongoing desertification-control projects in the most affected countries. In 1996, the total value of ongoing projects was approximately $45.3 million.

36. UNSO must strike a balance between the participatory planning process required by CCD, which is time and resource intensive, and expectations by the Governments and affected populations for rapid concrete results. It is also challenged with developing and operationalizing the innovative CCD funding mechanisms, building partnerships and mainstreaming drought and desertification issues in the UNDP programming exercise.

37. In 1996, UNRFNRE introduced a revitalization plan that gives greater focus to environmental regeneration and to the promotion of sound natural resource development activities. Since becoming a member of SEED in July 1996, it has sought to position itself as a catalyst for the sustainable development of natural resources.

38. Sound judiciary and electoral bodies, an efficient and accountable public sector and robust national and local legislatures are the cornerstones of good governance for people-centred development. UNDP programmes in the areas of governance are spearheaded by MDGD, which strives to strengthen electoral processes; support decentralization and economic and financial management; build

civil society partnerships; promote legal reform; and support the establishment of parliamentary processes.

39. At the global level, a significant achievement in 1996 was the completion of the UNDP policy document, "Governance for Sustainable Human Development". The document is intended to advance UNDP strategic objectives by clearly identifying and analysing the linkages between SHD and governance. It is intended to guide the work of UNDP country offices and key partners in programme countries in the field of governance. Another significant achievement at the global level was the launching of the third phase of the Urban Management Programme (UMP), which will focus on poverty eradication, environmental improvement and participatory governance. UMP is a partnership of UNDP and the United Nations Centre for Human Settlements (UNCHS) and is supported by contributions from the Governments of the Netherlands, Sweden and Switzerland.

40. In 1996, the third phase of the Local Initiative Facility for Urban Environment (LIFE) Programme was implemented. Since its launch at UNCED 1992, LIFE has operated primarily at the community level with over $11 million of programme resources. LIFE's particular focus has been the empowerment of individuals and institutions in local communities to understand and control the environment in which they live and work through participatory methodologies. Over the past four years, the programme has demonstrated that community-based organizations (CBOs) and non-governmental organizations (NGOs) and local authorities can work together to improve the lives of people in low-income urban settlements. The Governments of the Netherlands and Sweden provide bilateral support to this programme.

41. Another significant achievement of 1996 was the launching of the Management Development and Governance Network (MAGNET) based at UNDP headquarters. MAGNET is a moderated electronic network that aims to transform the Management Development Programme into a professional network in order to enhance MDGD support for public sector reform and governance. By networking government managers, chief technical advisors, consultants and country office programme officers, the network will introduce new methods of learning and sharing experiences.

42. At the regional level, the Regional Bureau for Asia and the Pacific (RBAP), in cooperation with MDGD/BPPS and the UNDP country office in Pakistan, organized a ministerial-level conference on governance in the Asia region. The conference brought together more than 70 participants, including ministers and senior officials from 15 Asian countries. The meeting allowed Asian policy makers to share and analyse governance experiences. It facilitated discussions on best practices, helped to define areas for future regional cooperation and resulted in a joint declaration on governance for the region.

43. MDGD also provided support to the Regional Bureau for Arab States (RBAS) for the design of the Arab Regional Programme on Governance. The principal objective of the programme is to support the strengthening of institutional capacities of Governments, civil society and the private sector for effectively managing anti-poverty programmes.

44. In Latin America, MDGD provided support to the creation of the Iberoamerican Governance Network. The network is being launched by UNDP, promoted by the Governance Project of the Escuela Superior de Administración y Dirección de Empresas, and supported by the IDB. A group of statesmen, intellectuals and leaders of international organizations from Latin America and Europe was established to discuss the issues of governance and sustainable human development, as part of the network.

45. Support was provided to the Government of Bangladesh to implement a National Programme on Public Management for Good Governance. This programme builds on the major changes that have taken place in Bangladesh, which are conducive to the development of a transparent and accountable system of governance. In addition to administrative reform, MDGD will provide support to some of the most sensitive areas in the executive, judicial and legislative branches of government.

46. UNDP also approved a programme of support to the Palestinian Authority for governance and public administration. The Palestinian Authority is embarking on a programme of institution-building to improve its capacity to achieve its development objectives. This requires clarifying the roles, functions and design of key institutional components.

47. The Mongolian Management Development Programme was designed to enhance management capacities for the public and private sectors in the context of a market economy and a democratic society. UNDP, with the support of MDGD, has provided significant assistance. It recently approved a programme of support for the decentralization and strengthening of the programme in cooperation with a number of international donor agencies. The aim is to ensure that government policies and practices enable local areas to take greater control of development and resource mobilization.

48. The HIV/AIDS epidemic continues to spread at an alarming rate around the world. It is estimated that there were over 3 million new HIV infections in 1996. The UNDP response to the epidemic focuses primarily on its socio-economic implications. As a participant in the United Nations Joint and Co-sponsored Programme on HIV/AIDS (UNAIDS), UNDP has sought to collaborate with the other sponsoring organizations and development partners to contribute to its overall goals, with highest priority placed upon supporting effective and sustainable, multisectoral and multidimensional country-level responses.

49. During 1996 UNDP continued to give high priority to strengthening the ability of country offices to integrate HIV activities in key UNDP programming areas, including governance, gender and poverty. Training workshops have been organized for UNDP focal points in country offices to improve understanding of the causes and consequences of the epidemic and to strengthen the programming skills of national focal points, who have critical roles to play in supporting multisectoral responses to the epidemic. Collaborative initiatives with UNAIDS have been launched at country and intercountry levels on ethics, law, human rights and HIV. An important aspect of UNDP work in response to the epidemic continues to be the dissemination of publications, in part reflecting the experience of UNDP in policy and programming. One of the most significant publications in 1996 was 'A Forward-looking Evaluation of the Approach of the

UNDP HIV and Development Programme". The report identifies effective responses to the epidemic in the context of development.

III. NEW PROGRAMMING ARRANGEMENTS AND DELIVERY

50. DOPP supports the development and dissemination of programme policies and procedures and provides the secretariat for the Programme Management Oversight Committee (PMOC). It works with other United Nations agencies to promote coherence on operational matters within the United Nations system and manages a research programme on programme policy issues.

51. With the support of DOPP, the PMOC became fully operational during the latter part of the year. It examined and cleared advisory notes and CCFs. DOPP conducted an in-depth analysis of advisory notes with a view towards providing additional guidance to country offices and regional bureaux on how the notes should be developed. The programming manual is now available electronically in country offices and has been distributed in hard copy in different languages. It is hoped that easy availability of guidelines will facilitate understanding of the new programming arrangements at the country level.

52. DOPP held extensive consultations on the programme approach during the fall of 1996, resulting in the "User's Guide on the Programme Approach", which contains a revised format to replace the current programme support document and implementation arrangements. The user's guide was distributed to the country offices for comments in December 1996. The guide will greatly assist country offices in their programming for the next cycle and will provide a basis for enhanced dialogue with partners. Since it provides simpler procedures, the user's guide will contribute to faster formulation and thereby enhance delivery at the country level. DOPP also furthered understanding of the programme approach by key partners through a paper presented to a DAC workshop in December 1996. A two-year strategy for training in the programme approach has been prepared.

53. DOPP spearheaded ongoing work on national execution, particularly with regard to the revision of procedures and guidelines and the identification of further actions necessary to improve the UNDP execution system. It also undertook work on NGO execution, as well as the development of a new execution modality called "development services" based on the Latin American experience with cost-sharing.

IV. STRENGTHENING UNDP PARTNERSHIPS IN THE UNITED NATIONS SYSTEM

54. As part of its involvement in the United Nations system conference action plan, and with a view to giving additional scope to the concept of sustainable livelihoods and its application at country level, UNDP conducted two of the seven country reviews undertaken by the International Labour Organization (ILO)-led Inter-Agency Task Force on employment and sustainable livelihoods. In addition to these reviews in Morocco and Zambia, UNDP has provided substantial programme development support to country offices, especially in southern Africa. This helped identify programming opportunities for sustainable livelihoods

through approaches that link employment, capital, technology, governance and environmental concerns.

55. Through an informal UNDP-United Nations Children's Fund (UNICEF)-World Bank working group on poverty measurement and monitoring, progress has been made in identifying an initial core of questions to be used by the three agencies for rapid assessment surveys of household economic circumstances, human development and poverty; and for agreeing to a framework for a joint poverty-monitoring home page.

56. GIDP collaborated within the Joint Consultative Group on Policy (JCGP) on policy implications of the Fourth World Conference on Women Plan of Action for the United Nations system and has worked with JCGP partners and the United Nations Division for Women on gender mainstreaming. GIDP strengthened collaboration with a DAC-Women in Development (WID) subgroup and is working with selected partners on addressing Agenda 21 targets.

57. GIDP also supported the Beijing Internet List initiative, which covered all geographical regions and had a large multiplier effect. Originally scheduled to end on 31 December 1996, the list received massive support from subscribers globally, with suggestions on how it could be maintained. GIDP collaborated closely with NGOs in taking forward the Fourth World Conference on Women Platform for Action for policy development and government accountability. The Division of Public Affairs (DPA) and GIDP, in collaboration with Columbia University and the Fredrich Ebert Stiftung Foundation, held a "One Year after Beijing Review" involving Governments, NGOs and academics.

58. In September 1996, UNDP hosted an Inter-Agency Group on Participation meeting. This led to the launch of a new UNDP initiative, the Learning Network on Empowerment and Participation. This network will support and monitor innovative approaches and encourage the mainstreaming of participatory approaches.

59. DOPP began analysis on procedures and formats for joint programmes and projects, as well as the recruitment and management of project personnel by JCGP partners. A draft report was prepared to address key roadblocks to harmonization at the field level.

60. A list of 40 "core indicators" for situation analysis at the country level was submitted to country offices for review and to the JCGP for the purpose of developing a Common Country Assessment. This exercise demonstrated the difficulties involved incorporating SHD in each major programming area and in identifying major qualitative dimensions of poverty, gender, governance and other sectors.

V. BUILDING A LEANER, MORE ACCOUNTABLE LEARNING ORGANIZATION

61. The results of the evaluations of global and interregional programmes and SPRs were made available to the Executive Board in February 1997, and therefore are summarized only briefly here.

62. Although the evaluations pointed to a number of shortcomings in SPR and global and interregional programmes, they made a strong case for the role of intercountry programmes in UNDP. They noted that these programmes offer the most direct opportunity for UNDP to: demonstrate how its SHD and poverty eradication agendas can be implemented; provide a context in which to introduce new methods in grappling with critical development issues; strengthen the research capacity of the South; and afford a good means through which to build partnerships. SPR funding was particularly important in moving UNDP towards greater substantive focus on SHD.

63. The evaluation of SPR concluded that management was decentralized, making monitoring, programme coherence and impact evaluation difficult. The evaluation of the global and interregional programmes had a similar finding, noting that UNDP cannot afford a scattered approach to global programmes and must concentrate on fewer areas. In future, global activities will be managed through a small number of umbrella programmes and serious efforts will be made to strengthen the links among the global, regional and national programmes. Another weakness was that many activities within SPR, as well as the global and interregional programmes, were not well known within UNDP, and their lessons were not widely shared within the organization. Other weak points included underbudgeting of projects, insufficient attention to a consultative and participatory approach, lack of commitment to training and inadequate staff allocations to oversee programme management.

64. A chief recommendation from the evaluation that is being incorporated into the new programming arrangements is the need to strengthen efforts to adopt multidisciplinary approaches.

65. One of the bureau's most exciting initiatives during 1996 was the Centre of Experimentation (COE), made possible with support from the Overseas Development Administration. The main rationale for the establishment of SEED was to bring about greater coherence among UNDP core activities and those of the various trust funds. To help achieve this, COE has focused on two key goals: maximizing the potential for synergy; and ensuring that headquarters staff working on environmental matters develop a true partnership with country offices. The project has shown that it is indeed possible to obtain considerable synergy by combining responsibility for programme support, policy development and fund development and management. Equally important, it has shown that headquarters units can develop partnerships with country offices if this goal is identified for staff at all levels. In addition to concrete programme results, COE has fostered creative new working relationships among the staff and has built considerable team spirit.

Annex I

POVERTY STRATEGIES INITIATIVE

Background

The Poverty Strategies Initiative (PSI) was launched in late March 1996 to support country implementation of the WSSD commitments contained in paragraphs 26 (b) and 26 (d) of the Copenhagen Declaration on Social Development and Programme of Action: (a) the formulation of national poverty eradication plans and strategies, which should establish, within each national context, realistic and affordable time-bound goals and targets for the substantial reduction of overall poverty and the eradication of absolute poverty; and (b) the elaboration at the national level of precise definitions, measurements, criteria and indicators for determining the nature, extent and distribution of absolute poverty, preferably by 1996, the International Year for the Eradication of Poverty.

The initiative is being financed from UNDP core resources amounting to $11 million (including $7 million of technical support services (TSS-1) funds) and donor contributions to a Trust Fund for Follow-Up Activities to WSSD, which has been established to support the achievement of the WSSD poverty eradication commitments. Donor pledges currently stand at $9 million, including $1 million from the Government of Denmark, $2 million from the Government of the Netherlands, and $6 million from the Government of Norway. Half of Norway's contribution is earmarked for supporting country-level implementation of the 20/20 initiative through the promotion of universal access to basic social services, especially for poor and vulnerable groups.

Current status

As of 14 February 1997, 71 proposals from UNDP programme countries have been approved for PSI funding. Almost half of the projects approved to date have originated in low-income countries, and about one third in least developed countries (LDCs). More than 50 per cent of the proposals have come from countries with a mid-range human development index, with a further 30 per cent belonging to the low human development category. As regards the regional distribution, more than half of all PSI projects are being implemented in sub-Saharan Africa and the Asia and the Pacific region. The regional breakdown of approved projects is as follows: sub-Saharan Africa, 20; Asia and the Pacific, 18; Europe and the CIS, 15; Latin America and the Caribbean, 10; and Arab States region, 8.

Work began in over 70 programme countries in just 10 months since the launch of the initiative. This shows a high degree of interest on the part of UNDP programme countries as well as responsiveness and celerity on the part of UNDP country offices and headquarters. Furthermore, the initiative comes at a time when many country offices are focusing their efforts on supporting country implementation of the outcomes of major United Nations conferences and holding discussions with their national counterparts on the next CCFs.

Appraisal and follow-up of PSI projects

Brief proposals are normally sent to headquarters, outlining the main focus and objectives of the country project. Each regional bureau has designated a focal point and set up a mechanism to ensure prompt action on proposals received. Most often, this mechanism takes the form of a regional task force on poverty or similar arrangements. Proposals are appraised by the regional bureaux and comments are provided and incorporated in a revised version of the project document. An inter-bureau steering group, comprising poverty coordinators and focal points from the regional bureaux and UNDP main policy unit (BPPS), meets every two to three weeks to share information and provide feedback and guidance to country offices on progress with project implementation.

In this way, the poverty initiative has served not only to focus attention on poverty issues in UNDP programme countries, especially in the critical area of assisting programme countries in the formulation of national anti-poverty strategies, but also to galvanize UNDP staff around WSSD follow-up and poverty issues.

Main programme areas

All proposals are geared towards providing upstream support in the areas of poverty analysis, policy review and strategy formulation. This has often involved undertaking poverty surveys and assessments to supplement existing poverty information where data gaps exist; engaging national partners in a review of the policy and institutional framework for poverty reduction; assessing the impact of current social policy and poverty programmes on vulnerable groups; mapping alternative policy choices for poverty reduction; building consensus and validation among national actors on the nature and causes of poverty as well as the most effective strategies to combat it; and strengthening national capacity for poverty and social policy analysis, monitoring and evaluation of social programmes. A sample of PSI activities is included in annex II.

A substantial number of proposals are assisting national partners to assess the magnitude and distribution of poverty nationwide, through support to household surveys, human development reports and other mapping exercises. Emphasis is being placed on supplementing income and expenditure data with more qualitative indicators of poverty and well-being, gathering and analysing data disaggregated to the district or provincial level and strengthening national and subnational capacity for poverty mapping and measurement.

Support is also being given to the improvement of in-country capacity for poverty monitoring and analysis on an ongoing basis. Thus, several proposals are helping to establish comprehensive poverty monitoring systems, which will provide systematic information on social indicators and poverty trends.

Another major area of focus of PSI proposals is support to institutional and policy review. The purpose is to analyse current policies from a poverty standpoint, in order to introduce necessary changes in the policy framework. Thus, PSI projects are helping to assess the impact of, among other things,

economic reform and adjustment policies on poor and vulnerable groups; future trends in the labour market; and existing mechanisms for social service delivery. Work on basic social services is increasing with the recent $3 million contribution from the Government of Norway for support to the conclusion and implementation of 20/20 agreements. In Burkina Faso and Nepal, for example, the PSI has provided an opportunity for linking WSSD follow-up with the implementation of the 20/20 initiative, focusing on the restructuring of public expenditures for provision of universal access to basic social services. Strengthening of social safety nets and support to microfinancing and to small and microenterprises have figured prominently in a number of PSI proposals.

UNDP support is also helping to open political debate on development policies and priorities, especially the interplay of growth, poverty and distribution issues. PSI support facilitates broad discussions involving government officials, private sector leaders, civil society and experts, which serve as a springboard for reaching wide consensus on the main pillars of a national strategy for poverty reduction and eradication.

Problems and prospects

PSI has been proceeding smoothly, demonstrating a high degree of commitment on the part of UNDP country offices and national partners to the WSSD Programme of Action. Lessons are being drawn as implementation gets under way and will be widely disseminated and shared among countries and regions.

TSS-1 funds, accounting for approximately 40 per cent of UNDP resources available for the initiative, have not been committed as quickly as SPRs because negotiating agreements with other United Nations agencies for project execution is time consuming. With the beginning of a new programming period on 1 January 1997, all unprogrammed TSS-1 funds were transferred to the support for policy and programme development facility (SPPD) and thus became available for programming with the regional commissions as well as the smaller United Nations agencies, in addition to the previously eligible executing agencies (the Department for Development Support and Management Services (DDSMS), the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organization (ILO), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the United Nations Industrial Development Organization (UNIDO)). This arrangement will further facilitate the utilization of TSS-1 resources within the PSI framework.

Donor contributions to the PSI, furthermore, did not materialize as quickly as had been expected. This created a shortage of resources during the last quarter of 1996, leading to a slowdown in the implementation of the initiative. With the recent transfer of funds from the Governments of the Netherlands and Norway, it is expected that current pipeline projects will be approved with no delays and implementation will continue at a quick pace.

Annex II

LISTS AND SAMPLES OF APPROVED PROJECTS

List of approved and pipeline projects, classified by geographic region

Sub-Saharan Africa	Asia and the Pacific	Eastern Europe and Central Asia	Latin America and the Caribbean	Arab region
Angola	Afghanistan	Armenia	Cuba	Djibouti
Botswana	Bhutan	Azerbaijan	Dominican Republic	Jordan
Burkina Faso	Cambodia	Bulgaria	Grenada	Lebanon
Central African Republic	China	Georgia	Guatemala	Morocco
Ethiopia	Cook Islands	Kazakstan	Guyana	Palestinian Programme
Gabon	Fiji	Kyrgyzstan	Honduras	Sudan
Gambia	India	Latvia	Mexico	United Arab Emirates
Ghana	Islamic Republic of Iran	Lithuania	Nicaragua	Yemen
Guinea-Bissau	Maldives	Moldova	Paraguay	
Kenya	Mongolia	Poland	Trinidad and Tobago	Pipeline
Malawi	Myanmar	Romania		
Mali	Nepal	Turkey	Pipeline	Egypt
Mauritania	Niue	Turkmenistan		
Namibia	Papua New Guinea	Ukraine	Argentina	
Senegal	Samoa	Uzbekistan	Costa Rica	
South Africa	Thailand		El Salvador	
Togo	Vanuatu		Panama	
Uganda	Viet Nam		Peru	
United Republic of Tanzania			Uruguay	
Zimbabwe	Pipeline			
	Tokelau			
Pipeline				
Cape Verde				
Chad				
Mozambique				

List of approved country projects, classified by country according to income per capita

Least developed countries	Low-income countries	Middle-income countries
Afghanistan	Afghanistan	Angola
Angola	Bhutan	Armenia
Bhutan	Burkina Faso	Azerbaijan
Botswana	Cambodia	Botswana
Burkina Faso	Central African Republic	Bulgaria
Cambodia	China	Cook Islands
Central African Republic	Ethiopia	Cuba
Djibouti	Gambia	Djibouti
Ethiopia	Ghana	Dominican Republic
Gambia	Guinea-Bissau	Fiji
Guinea-Bissau	Guyana	Gabon
Malawi	Honduras	Georgia
Maldives	India	Grenada
Mauritania	Kenya	Guatemala
Myanmar	Malawi	Islamic Republic of Iran
Nepal	Mali	Jordan
Papua New Guinea	Mauritania	Kazakstan
Samoa	Mongolia	Kyrgyzstan
Sudan	Myanmar	Latvia
Togo	Namibia	Lebanon
Uganda	Nepal	Lithuania
United Republic of Tanzania	Nicaragua	Maldives
Vanuatu	Sudan	Mexico
Yemen	Tanzania	Moldova
	Togo	Morocco
	Uganda	Niue
	Viet Nam	Papua New Guinea
	Yemen	Paraguay
	Zimbabwe	Poland
		Romania
		Samoa
		Senegal
		South Africa
		Thailand
		Trinidad and Tobago
		Turkey
		Turkmenistan
		Ukraine
		Uzbekistan
		Vanuatu

List of approved projects, classified by country according to human development level

Low human development	Medium human development	High human development
Afghanistan	Armenia	Fiji
Angola	Azerbaijan	Latvia
Bhutan	Botswana	Mexico
Burkina Faso	Bulgaria	Thailand
Cambodia	China	Trinidad and Tobago
Central African Republic	Cook Islands	United Arab Emirates
Djibouti	Cuba	
Ethiopia	Dominican Republic	
Gambia	Gabon	
Ghana	Georgia	
Guinea-Bissau	Grenada	
Kenya	Guatemala	
India	Guyana	
Malawi	Honduras	
Mali	Islamic Republic of Iran	
Mauritania	Jordan	
Myanmar	Kazakstan	
Nepal	Kyrgyzstan	
Senegal	Lebanon	
Sudan	Lithuania	
Togo	Maldives	
Uganda	Moldova	
United Republic of Tanzania	Mongolia	
Yemen	Morocco	
	Namibia	
	Nicaragua	
	Niue	
	Papua New Guinea	
	Paraguay	
	Poland	
	Romania	
	Samoa	
	South Africa	
	Turkey	
	Turkmenistan	
	Ukraine	
	Uzbekistan	
	Vanuatu	
	Viet Nam	
	Zimbabwe	

Sample approved projects

Botswana: UNDP will provide support to a national review of poverty reduction strategies, which will be used as input for Botswana's eighth national development plan, 1997-2003, as well as for the development of a comprehensive poverty reduction framework, to be implemented under successive development plans over the next 10 to 20 years. The exercise will involve mapping poverty at district and subdistrict levels through an in-depth participatory poverty assessment survey nationwide; the preparation of national guidelines for community involvement in development activities; training and institutional strengthening for intersectoral coordination and articulation between central and local governments; and revamping of the country's poverty monitoring system for use in decentralized policy and programme evaluation on a continuous basis.

Bhutan: UNDP is assisting in the elaboration of national definitions, measurements and indicators of absolute poverty through the preparation of a national human development report.

Burkina Faso: UNDP will support the 20/20 initiative in Burkina Faso by providing assistance to the implementation of an in-depth survey and analysis of public expenditure allocations, availability and access to basic social services for the poorer segments of the population, as a basis for the preparation of a national anti-poverty strategy and programme, with an emphasis on basic social services for all.

Cambodia: UNDP will support a national capacity development programme for poverty assessment and social sector analysis (i.e., monitoring the impact of economic reform on vulnerable groups, poverty assessment methodologies, indicators, benchmarks and targets) as well as the establishment of an interdepartmental task force on poverty within the planning ministry to strengthen linkages between social sector analysis and policy formulation. In addition, a review of successful poverty programmes and poverty assessment methodologies will be carried out, with an emphasis on identifying best practices for support to women-headed households and other vulnerable groups.

Central African Republic: The project will provide assistance to the formulation of the Plan national de lutte contre la pauvreté, focusing on the development of an institutional framework for grass-roots initiatives, women in development and reintegration of youth and vulnerable groups. Regional and national seminars will be organized for the validation of results, consensus-building and adoption of the plan.

Djibouti: UNDP will assist in the completion of the second National Household Survey and the formulation of a poverty profile for Djibouti. This will provide the basis for the development of a National Poverty Eradication Strategy, which will encompass a range of action programmes to address poverty issues. National workshops will be held for the purposes of validation and consensus-building.

Gabon: This UNDP project will assist in the strengthening of national institutional capacities to gather data on social trends and monitor employment trends and the impact of adjustment policies on the living standards of poor urban and rural households, through the establishment of an Observatoire du

changement social, a Tableau de bord social and a series of training seminars and workshops on poverty monitoring and policy formulation.

Guatemala: UNDP will assist in the development of a national plan for the development of indigenous peoples, which will include proposals of policies, strategies, programmes and actions for the eradication of poverty among Guatemala's indigenous population, 90 per cent of whom live on an income below the poverty line. To achieve this objective, the project will work with the Mesa Nacional Maya, strengthening its capacity to enter into policy dialogue with other Mayan organizations, the Government, and key actors and groups of the civil society.

Guyana: In collaboration with the Institute of Development Studies of the University of Guyana, UNDP will assist in the development of a gender-sensitive poverty profile highlighting the geographic, demographic, sectoral and occupational distribution of an absolute poverty line in Guyana, on the basis of which a national poverty alleviation strategy and programme of action with time-bound plans and targets will be drafted. Additionally, an assessment of the impact of the ongoing structural adjustment programme, of existing institutional and human resource gaps and capacities and of the macroeconomic and information management framework for poverty reduction in Guyana will be carried out with UNDP support.

Guinea-Bissau: With UNDP support, a baseline study of poverty in Guinea-Bissau as well as a review of the existing policy and institutional framework for poverty reduction will be carried out. This will lead to the formulation and validation of a multisectoral strategy and national programme for poverty reduction.

Islamic Republic of Iran: UNDP plans to assist in the establishment of a poverty alleviation national advisory committee, the production of the first official poverty profile of the country, and the elaboration of a poverty eradication strategy which will include relevant targets and indicators for monitoring progress.

Kyrgyzstan: UNDP will provide assistance for the identification and prioritization of poverty alleviation needs in the country, and of current gaps and weaknesses in the capacity of government and civil society institutions to address poverty issues. These will serve as an input for the next CCF, which will have the formulation of a Kyrgyz anti-poverty strategy as one of its main areas.

Mongolia: UNDP will support the strengthening of in-country capacity for the production of national human development reports, which will serve as a monitoring tool for the implementation of Mongolia's National Poverty Alleviation Programme. UNDP will also support the establishment of a poverty analysis section (PAS) within the Government to undertake poverty-related analysis in support of programme implementation.

Morocco: UNDP will focus its assistance on: sensitizing the Government to the importance of WSSD follow-up; integrating the implementation of WSSD commitments into national planning documents; elaborating the National Plan of Action for

the Eradication of Poverty; launching a series of seminars and workshops to build consensus on the key components of the plan; and identifying a number of target provinces to test pilot poverty mapping techniques and operationalize the anti-poverty actions contained in the plan.

United Republic of Tanzania: As part of ongoing UNDP support to the development of a national policy on poverty eradication, the project will assist in mobilizing the private sector's involvement in the national policy dialogue on poverty strategies, by assisting the private sector to develop a common understanding of poverty issues in the Tanzanian context, defining its future role and potential contribution to poverty reduction and identifying specific anti-poverty initiatives that could benefit from private sector participation (investment and venture capital funds, credit and employment creation schemes).

Turkey: UNDP is supporting the organization of a national dialogue on poverty elimination, which will include a broad-based review and assessment of national policies and budgets and their impact on poverty, unemployment and social development. It is expected that the policy reviews will culminate in a declaration on poverty reduction in Turkey, which will lay the groundwork for the formulation of a national poverty reduction strategy.

Yemen: UNDP will assist in the establishment of a task force on poverty eradication and employment generation, which will play a coordinating role among the Government, civil society and donors and provide technical input for the formulation, implementation and monitoring of the National Action Plan on Poverty Eradication. This will involve supporting the establishment of an information system to monitor the impact of public policies and programmes on poor and vulnerable groups, including an assessment of the impact of structural adjustment on income and employment levels, in order to propose options for poverty reduction through job creation.

Zimbabwe: As a national Poverty Alleviation Action Plan has already been formulated and endorsed by all major local actors, UNDP is planning to assist in the operationalization of the plan objectives by strengthening capacity at the national and community levels for the effective delivery and implementation of programmes.